to two in our favour), and had we not put into operation ideas which never emanated from their brains and some of which they resisted, others of which they delayed, the German reckoning would have been accurate. Their 600,000 tons per month estimate of losses was exceeded in April, 1917, when 866,610 tons of Allied and Neutral tonnage were sunk.

Attitude of Government

As soon as the new Administration was formed, the submarine problem was one of the first we took in hand. It was clear to us that the stunned pessimism of the Admiralty would be justified unless some more effective measures could and would be taken to baffle and quell the submarine. If we failed to achieve this aim, we realised that the War would inevitably be lost to the Allies, and that before long.

We considered several suggestions for coping with the situation, some of which I had already submitted to the War Committee, and which now had the powerful support of the new Shipping Controller :—

(a) The institution of a regular system of convoys for all the merchant shipping from the moment it reached the danger zone ;

New methods proposed

(b) The construction of new tramp ships on the largest scale attainable consistent with the supply of steel and man-power available ;

(3) The reorganisation of our shipping

and ports
with a view to making better use of our tonnage ;
(4) The more rapid and effective arming of
merchant ships with guns and howitzers ;
(5) Improvement in the methods of hunting
down the submarine ;